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Committee on the Elimination of Discrimination against Women

Concluding observations on the seventh periodic report of Brazil

Addendum

Information provided by Brazil in follow-up to the concluding observations*

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In response to this Committee's request, information is provided below on the actions taken by the Brazilian Government in the past two years to implement the recommendations contained in paragraphs 21 and 29 of the concluding observations of the Committee for the Elimination of All Forms of Discrimination against Women (CEDAW) following its analysis of Brazil's seventh periodic report, during its 51st Session.

21. The Committee recommends that the State party:

(a) Consider adopting a comprehensive law against trafficking in persons, in line with the Palermo Protocol, in order to fully implement article 6 of the Convention and ensure that perpetrators are prosecuted and punished and victims adequately protected and assisted, as previously recommended by the Committee (CEDAW/C/BRA/CO/6, para. 24);

Since the beginning of the process of development of the second National Plan to Confront Human Trafficking (2nd PNETP), adopted in 2013, the Brazilian Government has undertaken a number of initiatives to promote debate and obtain legislative support for adoption of a comprehensive law on human trafficking that will bring Brazilian domestic law in line with the provisions of the Palermo Protocol and ensure greater efficiency in confronting human trafficking and caring for its victims, considering both criminal aspects (creation of a new type of offence) and those relating to civil society, labour and migration.

The objectives of the second National Plan to Confront Human Trafficking[1] were approved by Decree No. 7.901 of 25 February 2013 by the Ministry of Justice, the Secretariat for Human Rights and the Secretariat for Women's Policies. The Plan is the outcome of a broad and intense participatory process coordinated by the Ministry of Justice, the Secretariat for Women's Policies and the Secretariat for Human Rights.

The Plan covers the period from 2013 to 2016 and constitutes Brazil's priority tool to confront trafficking in human beings; it contains 115 validated targets and was developed in consultation with a network consisting of civil society, universities, churches, international organizations, states and municipalities, other public authorities and the Public Prosecutor's Office (equivalent to the Attorney-General).

In 2012, the Brazilian Government, under the leadership of the Ministry of Justice, conducted five workshops on human trafficking to firm up the Government position on the issue. In June 2012, the report embodying the workshops' findings was sent to the Parliamentary Commissions of Inquiry (CPIs) on human trafficking of the Federal Senate and the Chamber of Deputies as a submission to the National Congress, so that bills on the matter could be tabled.

Further to the Government's submissions, the Federal Senate's CPI on Internal and International Trafficking in Persons tabled Senate Bill No. 479/2012,[2] which contains provisions on the prevention and punishment of internal and international trafficking in persons, as well as victim protection measures. Following approval by the National Congress, tripartite coordination of the National Policy to Confront Human Trafficking was achieved. A series of meetings on the Senate bill were held within the Government to agree on a single position, and suggestions were sent to the Rapporteur for the Bill, Senator Ana Rita.

[1] http://www.agu.gov.br/sistemas/site/PaginasInternas/NormasInternas/AtoDetalhado.aspx?idAto=799069&ID_SITE

[2] http://www.senado.gov.br/atividade/materia/detalhes.asp?p_cod_mate=110044

Submissions were also made to the CPI on human trafficking of the Chamber of Deputies[3] in the context of the Seminar to Confront Human Trafficking. Situation and Perspectives, to prepare the bill to be presented in the CPI final report, to be published during 2014.

It should be noted that following the two CPIs' discussions, from 2011 to the present, innumerable public hearings were held country-wide with the support and mobilization of the federal Executive Branch, civil society and the Network of Centres and Outposts to Confront Human Trafficking.

In the area of regulatory guidance, mention should be made of Policy Resolution No. 93 of 2010 of the National Council on Immigration (CNIg), which provides for the granting of permanent visas to identified victims of human trafficking in Brazil; this represents an important step forward in regularizing the immigration status of identified victims.

(b) Take into consideration the results of the Parliamentary Commission of Inquiry to revise and further adopt and implement the second National Plan to Combat Human Trafficking (2nd PNETP) and design and implement within its framework a comprehensive strategy aimed at combating and preventing the exploitation of prostitution and sex tourism in the State party;

The Brazilian Government considers that the Parliamentary Commissions of Inquiry on Human Trafficking of the Federal Senate (already completed) and the Chamber of Deputies reinforce the work already done to implement the 2nd PNETP in confronting all types of human trafficking, including sexual exploitation, and may be an important area of progress in anti-human-trafficking legislation. Hence, the Brazilian Government has supported the implementation, operation and findings of both CPIs, in consultation with the parliamentarians involved and taking into account their individual actions and, in the context of the Interministerial Monitoring Group for the 2nd PNETP (GI), the recommendations that emerged from those efforts.

The main mechanism for reviewing the goals and monitoring the implementation of the 2nd PNETP is GI, the Interministerial Monitoring and Evaluation Group for the 2nd PNETP, which was set up in early 2013 at the same time as the Plan was approved. To date, three GI meetings have been held, on a quarterly schedule, and two monitoring reports have been produced on progress towards implementation of the Plan's targets and on its findings, which are published on the website of the Ministry of Justice.[4]

Among the goals of the 2nd PNETP, a few deserve special mention: Nos. 3.A.17 and 2.D.19, which relate to better staffing and training for the specialized network to confront violence against women; and 2.D.3, which calls for expansion of the "Call 180" call centre and its transformation into a direct reporting channel, now in the early stages of implementation; and the planned international expansion of "Call 180" to an additional 12 countries (at present, the service is available in Portugal, Spain and Italy).

It is also worth noting that the Ministry of Tourism in 2013 developed an "Outreach Manual — A Project to Prevent the Sexual Exploitation of Children

[3] http://www2.camara.leg.br/atividade-legislativa/comissoes/comissoes-temporarias/parlamentar-de-inquerito/54a-legislatura/cpi-trafico-de-pessoas-no-brasil

[4] http://portal.mj.gov.br/main.asp?ViewID=%7BE8833249-5827-4772-BDC6-D7F1D880AD41%7D&params=itemID=%7B916BA418-3832-4D20-8E41-FD52E8482078%7D;&UIPartUID=%7B2868BA3C-1C72-4347-BE11-A26F70F4CB26%7D

and Adolescents in Tourism", intended for the training of social workers, to enable them to understand the phenomenon and to provide prevention and care for victimized children and adolescents.

(c) Establish a unified national mechanism to coordinate efforts towards preventing and combating internal and international trafficking in persons and protecting victims;

Brazil's efforts to prevent and combat trafficking and assist victims are being managed in an integrated and cooperative way and structured around national coordination, monitoring and social participation bodies, while their implementation at the federal, provincial and municipal levels is in line with the relevant constitutional prerogatives.

In 2013, at the national level, structures were put in place that will be important in the institutional design and coordination of the policy to combat human trafficking. Among these were:

(I) The resumption and institutionalization of tripartite coordination of the National Policy to Confront Human Trafficking under Decree No. 7,901 of 4 February 2013,[5] the three parties being the Ministry of Justice, the Secretariat for Human Rights within the office of the President of the Republic, and the Secretariat for Women's Policies; they will hold monthly meetings, designate their partners and set strategic agendas for joint action. The proper functioning of coordination strengthened the link between the main federal Government actors.

(II) The creation, by Decree MJ No. 909 of 14 March 2013, of the **Interministerial Monitoring and Evaluation Group for the 2nd PNETP (GI)**,[6] whose membership is drawn from the 17 ministries that execute Plan actions, together with the Public Prosecutor's Office and the judiciary, initiating a new cycle of the public policy to confront human trafficking. GI established the strategy for monitoring, evaluation and disclosure of the actions taken by the Government under the Plan; its actions enhance cooperation on the achievement of targets by numerous stakeholders and supporters, evaluation of the implementation phase and the results achieved, and the adoption and revision of strategies for fulfilment of the objectives of the 2nd PNETP.

(III) The establishment, conduct of elections for, and start-up of the **National Committee to Combat Trafficking in Persons (CONATRAP)**.[7] CONATRAP is a collegial body whose membership includes representatives of the Federal Government, of civil society, of the network to confront trafficking, and of state anti-trafficking committees, as well as representatives of other collegial federal bodies such as the National Council of Women's Rights, the National Immigration Council and the National Council for the Rights of the Child and Adolescent, among others. CONATRAP was established under the same Decree (Presidential Decree No. 7901/13) whereby the 2nd PNETP was approved; its implementation is one of the key targets of the Plan (target 2.A.3). In the second half of 2013, elections were held to determine the representation

[5] http://www.planalto.gov.br/ccivil_03/_Ato2011-2014/2013/Decreto/D7901.htm.

[6] http://www.google.com.br/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&ved=0CC8QfjAB&url=http%3A%2F%2Fportal.mj.gov.br%2Fservices%2FDocumentManagement%2FFileDownload.EZTSvc.asp%3FDocumentID%3D%257BC95CE1D8-1B2E-4831-BF5E-97AF73750A9A%257D%26ServiceInstUID%3D%257B166ABD3B-D529-491E-B238-57F4FB577D50%257D&ei=2lvUpmzC5CrkAeI0ICACA&usg=AFQjCNFtLnK_BwVnlplrjzlLpr6YAymLaA&bvm=bv.61190604,d.eO&cad=rja.

[7] http://portal.mj.gov.br/main.asp?View={E8833249-5827-4772-BDC6-D7F1D880AD41}&BrowserType=NN&LangID=pt-br&params=itemID%3D{BB2056A7-36ED-4DDF-AE4F-9586334FDF29}%3B&UIPartUID={2868BA3C-1C72-4347-BE11-A26F70F4CB26}.

of organized civil society, and the members' inauguration ceremony took place on 29 January 2014. The Committee's inaugural meeting was held immediately, on 30 and 31 January, in Brasilia. CONATRAP shall, in particular: propose strategies and actions for policy implementation, approval of relevant studies, support for implementation of national plans, liaison with other collegial bodies, and technical support for state and municipal anti-trafficking organizations.

CONATRAP is a permanent body whose mandate will extend beyond the implementation of the 2nd PNETP and constitutes an important step towards guaranteeing transparency and the continuation and strengthening of anti-trafficking policy through support from civil society and the constant linkage and interchange of ideas.

It is noteworthy that within the structure of the National Secretariat of Justice, a body has been set up entitled Coordination to Confront Human Trafficking (CETP), which provides all requisite administrative support for the functioning of the collegial bodies making up the policy management system, that is, Tripartite Coordination, CONATRAP and the Interministerial Monitoring Group. It is also responsible for the implementation of the liaison actions of the Network of Centres and Outposts to Confront Human Trafficking and, among other tasks, promotes knowledge management and technical and international cooperation and coordinates training and information dissemination. It should be noted that CETP is being restructured and that there are ongoing efforts to formalize its hierarchical structure and its operations under the National Secretariat of Justice of the Ministry of Justice.

(IV) In addition, the federal Government has undertaken the following efforts to strengthen the **Network of Centres and Outposts to Confront Human Trafficking**:[8]

Network expansion: the Network currently consists of 16 centres and 12 outposts for humane emigrant care. In 2013, the Tabatinga/AM Outpost for Humane Emigrant Care was inaugurated.

Conduct of regular technical meetings aimed at harmonizing units' technical performance and discussing relevant subjects: between 2011 and 2013, eight events took place, while in 2013 the seventh and eighth technical meetings were held.

Annual thematic training for the Network: from 16 to 18 October 2013, the National Secretariat of Justice (SNJ), in collaboration with the International Centre for Migration Policy (ICMPD) and with European Union support, gave Itineris training for outreach workers dealing with human trafficking in Brazil. The "pedagogy of the oppressed" and the "theatre of the oppressed", methods created, respectively, by the educator Paulo Freire and the theatre director Augusto Boal in the 1960s and 1970s, were the basis for the third edition of Itineris training. The coordinators of the centres and outposts of the Network to Confront Human Trafficking took part in activities that will serve as a model for the training of groups charged with preventing this crime in their provinces.

(d) Provide information and training on how to identify and deal with victims of trafficking and on anti-trafficking provisions in domestic law to the judiciary, law enforcement officials, border guards and social workers;

[8] http://portal.mj.gov.br/main.asp?View={395C2E18-4401-4CAA-9961-059B959D1EE3}&BrowserType=NN&LangID=pt-br&params=itemID%3D{07802C53-100C-4AA3-A3CD-057F1F1964D4}%3B&UIPartUID={2868BA3C-1C72-4347-BE11-A26F70F4CB26}.

The training given to the stakeholders making up the various service networks that deal with victims of trafficking covers the five Operational Guidelines of the 2nd PNETP (OG 3); this shows how central human resource training and upgrading is to Brazil's anti-trafficking strategy. The upgrading strategy involves collaboration with the justice system (Judiciary, Public Prosecutor's Office and public defenders) and the public security system (police).

The relevant goals of the Plan include: (i) target 3.A.1, on the creation and ongoing dissemination of an array of anti-trafficking training methods; (ii) target 3.A.6, on the inclusion of anti-trafficking in the national training curriculum for public security agents, including the reformulation of distance learning courses for public security agents (this has now been completed); (iii) target 3.A.8, on the inclusion of anti-trafficking in training and upgrading courses for public servants working in border areas (ongoing); (iv) target 3.A.10, on the inclusion of anti-trafficking in courses provided under the national training programme to combat corruption and money laundering (PNLD), as part of the National Strategy to Combat Corruption and Money Laundering (ENCCLA). (This target has been met. The target audience for PNLD is essentially professionals directly involved with international legal cooperation — judges, prosecutors, attorneys, representatives and officials in other related careers. In 2013, seven PNLDs were conducted: for the Civil Police of Rio de Janeiro, EMARF 2nd Region, the Sergipe public prosecutor's office, the Securities Commission (SP & Brasilia), the public prosecutor's office in Paraíba, and FEBRABAN in São Paulo. In all, 95 persons had been trained as of May 2013); (v) target 3.A.11, on the establishment of five regional offices to provide anti-trafficking training for professionals and public security agents; two such offices have already been established, where the above-mentioned topics were discussed with National Border Strategy partners in border states and members of the military and civil police, firefighters and specialists of the Arco Central and the Arco Norte, from Mato Grosso do Sul to the Amazon; (vi) target 3.A.14, on anti-trafficking training for professionals working in public service areas in the country's main airports, focusing on integration with reception services for persons deported or not admitted; and (vii) target 3.A.25, on giving priority to certain servants of the justice system and the Public Prosecutor's Office working with the issue of human trafficking in referrals to training programmes.

In addition, since 2011 the Federal Government has supported the initiatives of the National Justice Council (CNJ), which holds international symposia throughout the country to train the Brazilian Judiciary on these issues. We should mention, too, the agreement that was signed by CNJ with the United Nations Office on Drugs and Crime (UNODC) for the dissemination of Brazilian sentences handed down on human trafficking in the Case Law Database, the United Nations' record of sentences in cases of human trafficking.

Within the health system, in 2010 the Ministry of Health, through the General Office on Women's Health, began cooperating with the University of Brasilia to develop a "rapid health assessment for women in irregular migration situations or affected by trafficking in persons". With collaboration of national and international non-governmental organizations, a teaching methodology based on case studies was developed, as well as means of public health care and support, an educational notebook, and videos. In 2011, the first national training was undertaken, as 70 professionals were prepared as outreach trainers in their states and municipalities. In late 2013 the General Office on Women's Health (DAPES/SAS/MS) published two educational packages on upgrading the skills of professionals in local anti-trafficking networks.

In addition to these actions, we should highlight the training given in 2012 and 2013, on the issue of human trafficking, to telephone operators on the Dial 100 and Dial 180 hotlines, for human rights and care for trafficked women respectively.

(e) Ensure systematic monitoring and periodic evaluation, including the collection and analysis of data on trafficking and on the exploitation of women in prostitution, and conduct comparative studies on trafficking and prostitution and address the root causes of these, in order to eliminate the risk of girls and women falling victim to sexual exploitation and trafficking;

The production, management and dissemination of information and knowledge on human trafficking are, just like training, an operational guideline of the 2nd PNETP, and deal with the topic of sexual exploitation of women and girls, either as a primary focus or as part of broader initiatives.

The following are among the main initiatives taken in that regard: (i) the preparation, publication and distribution of the "Regional Assessment: Trafficking in Women for Sexual Exploitation within MERCOSUR",[9] released in 2012 on the occasion of the Meeting of Ministers and High Authorities on Women of MERCOSUR, in cooperation with Argentina, Paraguay and Uruguay, to map the profiles of potential victims and trafficking routes between the countries of MERCOSUR; (ii) the National Assessment of Trafficking in Persons,[10] its Dynamics and Modalities, prepared and distributed, the initial volume of which contained data on the period between 2005 and 2011, published in 2013; data for 2012 will appear in the volume to be published in early 2014 (target 4.A.1); and (iii) the Assessment of Human Trafficking in Border Areas,[11] released in 2013 (target 4.A.3). The MERCOSUR assessment relates specifically to sexual exploitation and exploitation of prostitution, and traces routes and profiles of vulnerable populations, so as to serve as support for prevention, punishment and care activities in the participating countries. The other assessments include the forms of sexual exploitation and the exploitation of prostitution and are also intended to provide guidance for targeted public policies.

Besides the assessments of trafficking in women and human trafficking, an Integrated Methodology for the Gathering and Analysis of Data and Information on Human Trafficking was developed in order to standardize data gathering and processing and so overcome the disparity in the processing of information on trafficking in persons. To ensure that the methodology is correctly applied, a memorandum of understanding was proposed between the Ministry of Justice, the Secretariat for Women's Policies, the Secretariat for Human Rights, the National Justice Council, the Ministry of Labour and Employment, the National Council of the Public Prosecutor's Office and the Federal Public Prosecutor's Office, and signed by Executive Branch authorities on 29 January 2014.

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[9] http://www.mercosurmujeres.org/userfiles/file/files/publicaciones/Trata/trata%20PORTUG%2012%20Noviembre%20_%20FINAL%20WEB.pdf.

[10] https://www.unodc.org/documents/lpo-brazil//noticias/2013/04/2013-04-08_Publicacao_diagnostico_ETP.pdf.

[11] http://www.google.com.br/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&ved=0CCoQFjAA&url=http%3A%2F%2Fportal.mj.gov.br%2Fservices%2FDocumentManagement%2FFileDownload.EZTSvc.asp%3FDocumentID%3D%257B2BED6931-2DA4-48AB-BC99-02914F4918EF%257D%26ServiceInstUID%3D%257B166ABD3B-D529-491E-B238-57F4FB577D50%257D&ei=7WH-UszECJTRkQeT-oCwBQ&usg=AFQjCNHgZKbR5rImxxnXObEU935LWuS2jQ&bvm=bv.61190604,d.eW0.

As regards health policy, attention should also be drawn to the regular issuance, by the Ministry of Health, of epidemiological information generated by the SINAN (VIVA SINAN NET) system and made available online for public access.

It should be noted that prostitution is a lawful activity in Brazil and is recognized as an occupation by the Ministry of Labour and Employment; it must always be distinguished from the exploitation of prostitution. It is in that context that initiatives aimed at both data gathering and knowledge dissemination should be understood in the area of initiatives to combat sexual exploitation and the exploitation of prostitution.

(f) Strengthen its efforts at international, regional and bilateral cooperation with countries of origin, transit and destination to prevent trafficking through information exchange and the adoption of joint measures with respect to the prosecution and punishment of traffickers.

The Brazilian Government's international anti-trafficking activities have been greatly expanded in the past few years, as the issue has been included in bilateral dialogues and discussed at regional and multilateral forums and various cooperative initiatives have been taken, for example:

Bilaterally

Establishment of 10 centres for women at the borders under the "Living without Violence" programme of the Secretariat for Women's Policies; the centres' focus is on situations of vulnerability arising from the women's status as immigrants and on how to provide them with specific services and pay particular attention to trafficking in persons in the cities of Pacaraima, Roraima (border with Venezuela), Foz do Iguaçu, Paraná (border with Paraguay and Argentina), Oiapoque, Acre (bordering French Guiana), Brasiléia, Acre (border with Bolivia), Corumbá, Mato Grosso do Sul (border with Bolivia), Ponta Porã, Mato Grosso do Sul (border with Paraguay), Santana do Livramento, Rio Grande do Sul (border with Uruguay), Jaguarão, Rio Grande do Sul (border with Uruguay), Bonfim, Roraima (border with Guyana) and Tabatinga, Amazonas (border with Colombia). Agreements have already been signed with Uruguay and Argentina, for the border at Foz do Iguaçu, and with Venezuela, for the border at Pacaraima, setting out rules for the operation of border committees to combat violence against women, and a memorandum of understanding along the same lines is being negotiated with Uruguay. The Brazilian Government intends to negotiate agreements for cross-border cooperation with all of the neighbouring countries mentioned above.

Conduct of international training missions by the Secretariat for Women's Policies and the Brazilian consular service with the goal of providing proper consular services for Brazilian women affected by situations of human trafficking and violence abroad: in November 2010 training courses were given to consular officers and outreach agents in Barcelona, Spain, and in Zurich, Switzerland. Between 2010 and 2013, missions were also carried out in Switzerland, the Netherlands, Spain, Portugal and Italy, with the aim of promoting cooperation initiatives and combating violence against Brazilian women abroad, in destination countries affected by human trafficking.

The National Secretariat of Justice of the Ministry of Justice has also promoted actions to step up international cooperation with bordering countries through participation in bilateral relations and the signature of cooperation agreements as well as through getting-to-know-you visits between central

authorities, training courses for border officers, distribution of handbooks and negotiation of international legal cooperation agreements.

Regionally

Under MERCOSUR, the Brazilian Government, through the Secretariat for Women's Policies, is participating in the Technical Panel on Gender-based Violence, an advisory body to RMAAM,[12] which is seeking to promote regional action to address trafficking in women. In the RMAAM context, and in cooperation with the collaboration with the Spanish Agency for International Development Cooperation (AECID), the project to "Enhance Gender Mainstreaming within MERCOSUR" was carried out; the project focused on combating trafficking in persons and led to the following products: preparation and publication of the "Regional Assessment: Trafficking in Women for Sexual Exploitation within MERCOSUR";[13] creation of a "liaison mechanism to address the situation of women affected by international trafficking in persons",[14] which establishes a framework for intergovernmental cooperation to address the plight of women affected by trafficking within MERCOSUR; formulation and publication of a MERCOSUR care guide for women affected by trafficking;[15] the campaign for a MERCOSUR free of trafficking in women.[16]

Also in the MERCOSUR context, in June 2012, a Declaration on Trafficking in Persons was signed between the Ministries of Justice and Education of MERCOSUR and its associated States, as well as a Joint Statement of the Meeting of Ministers of the Interior and Justice to develop the MERCOSUR Integrated Action Plan, which was approved in November 2012;

Within the Community of Portuguese-speaking Countries (CPLP), a matrix has been developed that summarizes the degree of implementation of anti-trafficking policies by member countries and exchanges of experiences regarding systems for combating trafficking in persons. The *Lisbon Action Plan to Institute Common Measures to Prevent and Combat Trafficking in Persons* was also signed for the next two years and joint statements were produced during the twelfth Conference of CPLP Ministers of Justice held in May 2013.

At the Organization of American States (OAS) Meeting of Ministers of Justice or of Ministers or Attorneys General of the Americas (REMJA), the Hemispheric Plan of Action to Combat Trafficking in Persons was signed.

In August 2013, the proposal for the creation of a South American Council of Public Safety, Justice and Coordination of Actions against Transnational Organized Crime included a Plan of Action on Trafficking in Persons.

Multilaterally

Discussion, in May 2013, of the United Nations Global Plan of Action to Combat Trafficking in Persons, which relates to the promotion of immigrants' rights and humane treatment of victims of trafficking in persons, linking such rights to the targets of the second National Plan to Confront Human Trafficking.

The meeting of the Trafficking Working Group, held on 6-8 November 2013 in Vienna as part of the Conference of the Parties to the Palermo Protocol,

[12] http://www.mercosurmujeres.org/pt/

[13] http://www.mercosurmujeres.org/userfiles/file/files/publicaciones/Trata/trata%20PORTUG%2012%20Noviembre%20_%20FINAL%20WEB.pdf

[14] http://www.mercosurmujeres.org/userfiles/file/CMC_DEC_032-2012_ES_Atencion_Mujeres_en_Situacion_de_Trata.pdf

[15] http://www.mercosurmujeres.org/userfiles/file/Gui_a%20Cancilleri_a%20PORTUG%20WWW.pdf

[16] http://www.mercosurmujeres.org/pt/mercosul-livre-do-trafico-de-mulheres-camp12

made progress towards devising guidelines for countries' efforts to combat trafficking in persons. The meeting agenda addressed the issues of victims' consent, new forms of exploitation, and public-private partnerships to counter trafficking in persons.

It should also be mentioned that new international technical cooperation projects are being developed with the following international organizations:

- UNODC (United Nations Office on Drugs and Crime): BRA/X63 technical cooperation project, "Support for the National Secretariat of Justice in updating implementation of the National Policy to Confront Human Trafficking", signed in December 2011, which involves a set of actions/deliverables at various implementation levels: training; updating of data gathering and production mechanisms; design of management and monitoring mechanisms for national plans to confront human trafficking from an intersectoral perspective; harmonization of victim treatment procedures; mobilization of anti-trafficking stakeholders and joining the Blue Heart campaign; and extension of the Call 180 reporting hotline.
- The International Centre for Migration Policy Development (ICMPD), leading to the development of the following projects:

  (1) **Itineris project**: signed in cooperation with the European Commission, the National Secretariat of Justice, the National Immigration Council, the Ministry of Labour and Employment, the Swiss Federal Office for Migration, the Secretary-General for Equality of Galicia, Spain, and the Portuguese Commission for Citizenship and Gender Equality, and with the cooperation of ICMPD. The main project objective was the institutional strengthening of anti-trafficking centres and outposts with the support of SNJ through a series of training and research activities as well as technical missions and publications. The cooperation produced solid results. In particular: three training sessions for the Network of Centres and Outposts; study visits to European centres and outposts; three publications to boost the network's performance (reference guide, action guide and guide to training the trainers);

  (2) **Cross-border Migration Project**: approved by the European Union fund in 2012. It was begun in February 2014 with the approval of the work plan at a meeting held with partners. Its objective is to enhance the Brazilian Government's capacity to administer migratory flows, focusing on potential victims of trafficking, through actions that include knowledge generation and dissemination.

29. The Committee urges the State party to:

(a) Continue its efforts aimed at enhancing women's access to health care and monitor and assess the implementation of the *Rede Cegonha* programme with a view to effectively reducing the maternal mortality rate, in particular for disadvantaged groups;

Context and actions undertaken by *Rede Cegonha* from 2011 to 2013

In March 2011 the *Rede Cegonha* or Stork Network (RC) was launched in Brazil and made official by Decree GM/MS No. 1459 of 24 June 2011. RC is a Ministry of Health strategy aimed at implementing a treatment network to guarantee women the right to reproductive planning and humane pregnancy, childbirth and postpartum treatment and to guarantee children the right to safe birth and healthy growth and development. It has been phased in countrywide in

line with epidemiological scenarios and bearing in mind rates of maternal and infant mortality and population density.

RC is built around four components: antenatal; delivery and birth; postpartum care and integrated child health; and logistics. The strategy's objectives are: (i) to introduce a new delivery and childbirth care model; (ii) to organize a maternal and child health-care network that will guarantee access and facilitate fostering and placement decisions; and (iii) to reduce maternal and infant mortality, with emphasis on the neonatal component.

Over the three years of operation of *Rede Cegonha*, the General Office on Women's Health, in conjunction with the Office on Child Health, has supported development and agreements, through the Bipartite Intermanagerial Commission (CIB) on the Regional Action Plans (PARs) of *Rede Cegonha*, in 203 health regions with PARs and already established state-level steering groups. Another way of joining RC was through adoption of the antenatal component, whereby involvement was at the municipal management level. This type of commitment was made by 5,488 Brazilian municipalities (98.5 per cent), which received funding for new antenatal tests and quick pregnancy tests, expanding and upgrading care for pregnant women.

The purpose of the Regional Action Plans is to reorganize care for women and children on the basis of good and sufficient basic hospital care, regulation and control. The Plans also represent a political covenant on the investments offered by RC, such as: Birth Centre (NPC), Pregnancy, Delivery and Postpartum House (CGBP), qualification of environments for maternity and new mothers, obstetrical beds for high-risk pregnancy (HRP beds), Intensive Care Units for women and children (adult ICU, neonatal ICU), and Intermediate Care Units for babies (neonatal IMCU).

Changes in the physical structure of obstetric and neonatal care units (facilities and equipment)

Actions to carry out changes to the physical structure of obstetric and neonatal care units were executed by approving proposals included in the PARs, as follows:

CPN: Birth Centre

- 2011 to 2013: 126 proposals approved and acted upon
- 69 expansions
- 10 new buildings
- 47 changes

CGBP – Pregnancy, Delivery and Postpartum House

- 2011 to 2013: 77 proposals approved and acted upon
- 49 expansions
- 11 new buildings
- 17 changes

Environmental Adaptation of Obstetric Birth Centres in Maternity Hospitals

- 2011 to 2013: 184 proposals approved and acted upon. Of these:
- 39 were for expansions and

- 145 were for changes.

Maternity hospitals

- 2011 to 2013: 19 proposals approved and acted upon. Of these:
- 2 were for expansions and
- 17 were for new buildings.

At present, under MS/GM Decree No. 1,101 of 12 June 2002,[17] beds are financed in two ways: (a) upgrading of existing beds, (b) creation of new beds. For *Rede Cegonha*, under MS/GM Decree No. 1459/2001,[18] upgrades for the following types of bed have priority: obstetric beds for high-risk pregnancies (HRP), adult ICUs, neonatal ICUs, conventional IMCUs, and kangaroo mother care IMCUs. Details of the amounts invested in the various types of beds will be found in the table below.

Table 1
Implementation of new beds and upgrading of existing beds

Bed type	*Number*	*Value (R$)*
HPR	2 031	138 625 905.00
Neonatal ICU	2 204	228 482 278.43
IMCU	2 020	185 799 600.00

Source: DRAC Spreadsheets — November 2013.

SISPRENATAL WEB

SISPRENATAL WEB[19] is software developed by DATASUS in support of quality for women during the delivery and postpartum periods. It defines a minimum set of procedures for adequate antenatal care, allowing for support for pregnant women from the onset of pregnancy to the postpartum consultation.

As of December 2013, the result of this action was:

- 4,666 municipalities using the system
- 400,074 pregnant women
- 1,013,032 total expectant mothers registered in the system.

A review was done in 2013 of the lump-sum financial incentives for 2,468 municipalities that entered pregnant women in SISPRENATAL WEB up to the twelfth week of gestation (early pregnancy detection). The review was authorized under Decree No. GM 752 of June of 2013, covering a total of R$ 2,374,380.00 for 118,718 pregnant women entered in the system up to the twelfth week of gestation.

***Rede Cegonha* user satisfaction research**

The Ombudsman for *Rede Cegonha* has reported that from 10/05/2012 to 18/06/2013, 103,905 women were interviewed during the period extending to six months postpartum. The results are shown in the following table.

[17] http://dtr2001.saude.gov.br/sas/PORTARIAS/Port2002/Gm/GM-1101.htm

[18] http://bvsms.saude.gov.br/bvs/saudelegis/gm/2011/prt1459_24_06_2011.html

[19] http://sisprenatal.datasus.gov.br/SISPRENATAL/index.php

Per cent	*Question evaluated*	*Challenge to be met*
883	The woman received respectful treatment during childbirth	Quality public service. Progress in the policy of humane treatment of maternity
773	Delivery performed in the first health service she approached	A place always guaranteed for most pregnant women. Eliminate shopping around
999	No fee charged for delivery (fee-charging maternity hospitals were reported to DENASUS)	Obstetric care in the context of free, universal coverage
551	Child placed in her lap or on her chest for breastfeeding immediately after birth	Best practice that should be more widespread
449	She was informed at the antenatal stage where delivery would take place	Enhance liaison maps — guaranteed access
338	She was visited by the community health officer up until one month after childbirth	Ensure that the officer visits the woman and her baby in the first 48 hours — "golden time for visiting"
228	She had a birthing partner	Advance understanding of childbirth as a physiological event

Further strategic actions to reduce maternal mortality

1. Upgrading of care and management in 32 strategic maternity hospitals and local and regional networks, to accelerate the reduction of maternal mortality and promote safe motherhood:

(a) Thirty-two maternity hospitals with supporters, strategic groups established and action plans developed;

(b) Monitoring of plans and matricial support for implementation of arrangements: risk assessment on admission, birthing partner, co-management, horizontal care team, environment, monitoring and evaluation, implementation of best care practices for delivery and birth.

2. Support the development, implementation, monitoring and evaluation of action plans for priority maternity hospitals and local and regional networks:

(a) Seven provinces with approved PARs and resources reviewed in 2011, with an established monitoring process, offices in place, and visits undertaken to maternity hospitals receiving *Rede Cegonha* incentives.

3. Promote the establishment of support centres to generalize best practices in reference maternity hospitals:

(a) Six hospitals chosen to become support centres and develop best care practices for delivery and birth for other establishments;

(b) Six best practices seminars conducted at all six hospitals, involving 400 professionals from the 32 strategic maternity hospitals.

(a) Reducing maternal mortality

According to data from the Health Surveillance Secretariat, Ministry of Health, the maternal mortality ratio (MMR) per 100,000 live births in Brazil fell by 55.3 per cent between 1990 and 2011, that is, by 143 maternal deaths per 100,000 live births. From 2000 to 2008, the reduction was 16.2 per cent; from 2009 to 2010, it was 8.9 per cent; from 2010 to 2011, it was 8.6 per cent. In order to meet the goal of 75 per cent reduction by 2015, as envisaged in the MDGs, it will be necessary to achieve an annual reduction rate of 16 per cent.

(b) Expedite the review of legislation criminalizing abortion in order to remove punitive provisions imposed on women, as recommended by the Committee (CEDAW/C/BRA/CO/6, para. 3); and collaborate with all relevant actors in order to discuss and analyse the impact of the Statute of the Foetus in further restricting existing the existing narrow grounds for legal abortion, before it is adopted by the National Congress

In accordance with the President's direction that there can be no loss of rights, the Secretariat for Women's Policies, through Minister Eleonora Menicucci, has taken the position, in formulating and implementing policies for women, that women's rights must be respected and guaranteed; these include sexual and reproductive rights of women. It has held that line in its actions and its statements to the National Congress and various Committees.

As regards the Statute of the Foetus, favourable opinions were given by two committees of the Chamber of Deputies: the Committee on Social Security and Family (on 19 May 2010); and the Tax and Finance Committee (on 5 June 2013). To be approved, the Statute must also pass the stage of the Constitution, Justice and Citizenship Committee, which has been studying it since June 2013, be voted on in the full Chamber, then sent to the Federal Senate. The National Council of Women's Rights (CNDM), a collegial body made up of government agencies and civil society organizations and headed by the Secretariat for Women's Policies, issued a public statement repudiating the Statute of the Foetus, on 27 May 2010, and another note, on 5 June 2013, addressed to the parliamentary Tax and Finance Committee. In that statement, it reaffirmed that the bill represents a step backwards for Brazilian women's human rights; that it is unconstitutional; and that CNDM will continue its information and clarification work in tandem with parliamentarians and society at large.

It should be noted that the President of the Republic, Dilma Rousseff, assented to Decree No. 7.958, of 13 March 2013,[20] which lays down guidelines for the treatment of victims of sexual violence by professionals of public safety and the treatment network of the Unified Health System. She also assented to Act No. 12.845, of 1 August 2013[21] and approved by the National Congress, which provides for compulsory comprehensive care for persons affected by sexual violence and requires hospitals to provide integrated, multidisciplinary emergency care, including emergency contraception, to victims of sexual violence, with a focus on the control and treatment of its physical and psychological sequelae, and referral when required to social assistance services. For the purposes of the Act, sexual violence is defined as any form of non-consensual sexual activity, while immediate, compulsory care at all hospitals belonging to the SUS network shall include the following: diagnosis and treatment of physical injuries in the genital tract and any other areas affected; immediate medical, psychological and social protection; facilitation of reporting of the occurrence and referral to the forensic service and specialized police departments, providing information that may help identify the perpetrator and substantiate the act of sexual violence; pregnancy prophylaxis; prophylaxis of sexually transmitted diseases (STDs); gathering of materials to conduct HIV testing for subsequent support and therapy; counselling of victims on their legal rights and all health services available.

[20] http://www.planalto.gov.br/ccivil_03/_Ato2011-2014/2013/Decreto/D7958.htm

[21] http://www.planalto.gov.br/ccivil_03/_ato2011-2014/2013/lei/l12845.htm

(c) Include detailed information in its next periodic report on the Integrated State Plans to Combat the Feminization of the HIV/AIDS Epidemic and other STDs (reviewed in 2009), which aims at expanding women's access across the country to prevention, diagnosis and treatment of sexually transmitted diseases and HIV/AIDS

The Integrated Plan to Combat the Feminization of HIV/AIDS and other STDs, developed as a joint initiative of the Secretariat for Women's Policies and the Department of STDs, AIDS and Viral Hepatitis, in 2007, by the Office of the President of the Republic, is focused on the concept of vulnerability. It was revised in 2009 to improve its implementation, in view of Brazil's classification as a "concentrated epidemic" country. The Plan is the result of the effort to develop an intersectoral policy to slow the progression of HIV/AIDS among Brazilian women; its guideline is the concept of vulnerability. With the development and implementation of the "State Plans to Combat the Feminization of HIV/AIDS and other STDs", there was an attempt to define specific inter ectoral actions and a dynamic response to the HIV epidemic among wome through quality care from health services, and to strengthen that segment of the population. The national and state plans were implemented and monitored between 2007 and 2011 as laid down in the national document.

Final evaluation of this process indicated that the Plans had become an important fulcrum for the necessary mainstreaming of the gender perspective into the Government's various policies and the (re)positioning of women at the centre of the discussion on development and equity, as well as a tool for deconstructing processes that stigmatize women in marginal situations, such as prostitutes, lesbians and transgender women as well as women prisoners. Added to this was the recognition of the greater vulnerability of women in prisons, quilombolas, indigenous women and those of other ethnic minorities. The Plan's approach made for an intra- and intersectoral treatment of women's vulnerability to HIV, within the Government, that was in tune with civil society.

Activities focusing on groups of women at increased risk and more vulnerable groups — sex workers, women living with HIV, women who have sex with women and transgender women — and proposals in line with affirmative agendas and developed by these groups themselves with the stimulus and support of the Department of STDs, HIV/AIDS and Viral Hepatitis, allowed progress to be made in promoting equality and integrity. Among the difficulties listed are those related to liaison with primary care units. Some reluctance to work with civil society also came to light, especially in relation to some segments still lacking organization and visibility in certain states, such as transgender women and prostitutes.

The Plan's focused nature also posed a challenge in terms of linking the targeted actions with more general ones that remained on the agenda, such as advice and encouragement for testing and necessary activities for the reduction of vertical transmission of HIV, involving the participation of primary health-care services responsible for antenatal support.

Finally, the Plans became an important strategy for strengthening dialogue with civil society and integrating different sectors and areas of the health sector in order to develop actions aimed at population groups that are generally overlooked in routine SUS activities.